

# Formation of the Effective Public Strategic Planning System in the Republic of Kazakhstan

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**Abstract.** *The objective to implement the new public planning model has been put to attain in modern Kazakhstan in order to achieve distinct interrelations in strategic, economic and budget planning. The essence of current public strategic planning is presented in this paper. The objective need for public planning in the sphere of market economy is considered here. Key processes and priorities of strategic planning are determined as well.*

*Theoretical aspect of strategic planning is studied. Foreign experience in the sphere of public planning and some recommendations are proposed for improving Public Strategic Planning System in the Republic of Kazakhstan.*

**Keywords:** *public planning, strategic planning, results oriented management.*

**Raktažodžiai:** *viešasis planavimas, strateginis planavimas, į rezultatus orientuota vadyba.*

## Introduction

Sustainable economic growth is possible only due to the effectiveness of the public strategic planning system. High quality public administration is ensured by targeting at the achievement of clear goals, performance targeted measures. Innovations in the system of public policy, underway in Kazakhstan, include administrative reform, financial and budgetary reform and change in the system of public strategic planning. Current Kazakhstan public policy requires modern management technologies by joining actions of all participants for deciding on socially valuable issues. At present, large amount of work is undertaken on working out and implementing the system public planning focused on the achievement of ultimate results.

The whole procedures and principles of performance-related management rule the work of the executive power to attain strategic, socially significant goals suitable for public policy priorities.

Public planning ensures the base for all management solutions, focus on work out of strategic plans. Increasingly, strategic planning is far more urgent today for state regulation on the fulfilment of objectives to meet the strategy of the President of the Republic of Kazakhstan to enter the world 50 competitive countries.

The level of public planning theory and methodology research is insufficient in Kazakhstan. Additionally, modern economic science research of this issue is far more productive in advanced foreign countries. To justify this, we can refer to the works of V. Leontjev [5], D. Gelbrate [6], R. Akoff [8], I. Ansoff [1], O.S.Vikhansky [4], M. Meckon [2], B.N. Kuzyk, V.I. Kushlina [3] and many others. At the same time, practical planning cannot be solved without clear understanding of public planning methodology. Strategic planning itself cannot be worked out practically at state level – all in all, the necessity of this research is predetermined by these factors.

Problem and relevance of the research. Scientific innovation of this research is stipulated by the improvement of the system of strategic planning, which is one of the most important trends in the public management reforms in today's Kazakhstan, targeting at the construction of far more effective model of the country development strategy that in turn will provide a stable and effective functioning of all sectors of the economy.

The very success of all the reforms depends greatly on the successful realization of a longterm state strategy in real economic sector as well as economic recovery and far stronger social policy. Public strategic planning plays an important role under those conditions as the whole set of theoretical and practical questions of public management come to the fore. The actuality of the given scientific research is that the essence of public strategic planning at modern stage is revealed, at the same time, the objective necessity of public planning is considered in market economy, key processes and priorities of strategic planning are determined.

The object of the research: the object of the research is the system of strategic planning

The aim of the research: the development and improvement of strategic planning effective functioning trends that ensures the sustainability and effectiveness of the economy functioning as a whole.

Objectives of the research: research of theoretical aspects of strategic planning; study foreign experience in the field of public planning; scrutinize innovative trends of development; propose recommendations on Kazakhstan's system of public strategic planning.

Methods of the research: system structural and complex approach to the problem study, comparative analysis, logical research, monographic method.

### **Theoretical aspects of application. Theoretical basis of the research in the field of public strategic planning**

The following works are devoted to the problem of forming the system of public strategic planning: V. Leontjev [5], [7], I. Ansoff [1], O. S. Vikhansky [4], N. K. Mamyrov [12, p. 248], M. Meckon [2], Zh. Sundetov [16, p. 148], B.N. Kuzyk and V.I. Kushlina [3], current legislature and the works of domestic scientists in the field of public strategic planning theory. It is necessary to know what is strategic planning and strategic management is to form the system of public planning effectively in the country, to study the characteristics, theoretical aspects that are in the core of its building and determine the processes occurring in it. The term 'strategic planning' was introduced at the turn of the 1960s and 1970s to mark the difference between current management of an enterprise and high level management. The necessity of focusing on such a difference arose due to changes in the terms of doing business.

The leading idea that reflects the essence of transitional period from operational management to strategic management is the idea of shifting the authorities' attention to the surrounding atmosphere in order to react in a proper way where necessary.

Planning as a management function consists of choice between better current and strategic alternative of the targeted object (it may be a country, a region or an enterprise). This alternative must meet the following requirements: the interests of the management object, resource capability and time-regulated schedule. In addition to active innovations in the targeted sphere aimed at success, planning must prevent erroneous actions and minimise unexploited possibilities. The very essence of planning is setting goals by the participants themselves according to their possibilities and resources.

The core issue of strategic planning is to ensure by far the best possible effectiveness and competitiveness in future on the basis of a longterm programme. Strategic planning is targeted at perspective vision, maintaining balance between goal and possibility, adapting it to the environment and sparing use of resources.

Research methodology: fundamental works and methodology of domestic and foreign scholars were used for researching theoretical aspects and problems of strategic planning and regulatory acts of the Republic of Kazakhstan.

On the basis of the opinion of numerous authors of the research in the field of strategic planning, such as N.K. Mamyrov, Zh. Ikhdanov [12, p. 248], K. N. Kelimbetov [11, p. 200], Zh. Sundetov [16, p.148], B.N. Kuzyk, V.I. Kushlina [3], it can be stated that the content of effective public strategic planning ensures rational scientifically based public policy and strategy. Currently, differential approach is particularly important in economic decisionmaking in dependence with possibilities and specificity of strategic solutions.

At present, Kazakhstan market economy is a kind of mixed economy, where elements of public control are connected with elements of its influence on the production and consuming organisation. It is necessary to coordinate every effort to obtain the maximum effect. The stability of its functioning requires modelling of possible changes and working out of optimal trajectory of economic development in

one of the forms of public management like strategic planning. Hence, public planning has become a compelling part of the market economy. On the one hand, it meets the basic needs of modern development of both small and large complexes and of the economy of the country. On the other hand, it is an actual and central instrument of a State-regulated economy.

Former public planning caused inconsistent actions between the State and the subjects of the economy, which resulted in a sharp decrease of production, standard of living, imbalance between development of different parts, led to a widening gap between storage and consuming, investments and means of production compensation that predetermined the objective necessity of the new forms of State coordination of the country.

Overall, all these factors required levelling the negative points of the self-regulated market tools. The role of the production process of public coordination on macroeconomic level rises, ensuring high pace of economic growth without its dependence on demand fluctuations. National economy forecasting and planning is supported. Attention is paid to indicative planning, which provides for the forecasting system, influence and stimulus, providing the coordination of interests of different socioeconomic groups. Public planning is one of the management functions, which represents the process of choosing goals and the ways of their realisation. That is the reason of improvement of the mechanisms and instruments of the system of public strategic planning that will ensure faster adaptation to the market environment conditions, aiming at stable social and economic development. To meet these, it is necessary to set new goals in the system of public planning that will contribute to the country's social and economic situation.

### **Research results in the field of public strategic planning**

The administrative reform in Kazakhstan showed that the change of high level administration structure in the result of transformation of legal acts regulating their activity does not result in state economy quality and efficiency of a state-regulated economy and social sphere. Increasingly likely, the necessity of basic methodology for improving strategic planning on the macroeconomic level becomes more evident, which is based on goal setting, justification and determination of socioeconomic development.

The leading idea that reflects the essence of the transitional period from operational management to strategic management is the idea of shifting the authorities' attention to the surrounding atmosphere in order to react in a proper way where necessary.

As noted by some Kazakhstan authors: N.K. Mamyrov, Zh. Ikhdanov [12, p. 248], K. N. Kelimbetov [11, p. 200], Zh. Sundetov [16, p. 148], G. N. Gamarnic [9, p. 281], justified from scientific point of view, setting of quantity and quality purpose marks converting them into a system, hierarchically organised aggregate is a precondition for reliance, the result of planning and economic process management and relations. At the same time, far less attention is paid to strategic goal setting in the practice

of macroeconomic management and in scientific research. They are marked in the address of the President of the Republic of Kazakhstan, appearing in the Government's regulations.

Methodology, technology and organisation of macroeconomic goalsetting as a prerequisite to initial launching of the economic and social sphere in public management are not worked up by Kazakhstan economic science, occasionally highlighted in the references, locally presented in separate legal and other regulatory acts.

'The new management model' needs to be the conceptual basis for reforms in Kazakhstan, including the following directions: performance-related management, performance-oriented budgeting, programme-based management, privatisation and outsourcing of public functions, public-private sector partnership, improvement of the system of public strategic planning.

Main problem that has to be solved by result-oriented management and assessment of effectiveness of budgetary programmes is effective public and local management integration with sustainable development of the processes of budgeting and strategic planning.

In assessing the effectiveness of public administration, it is necessary to distinguish the concepts of 'efficiency' and 'effectiveness' of public administration (Figure 1).

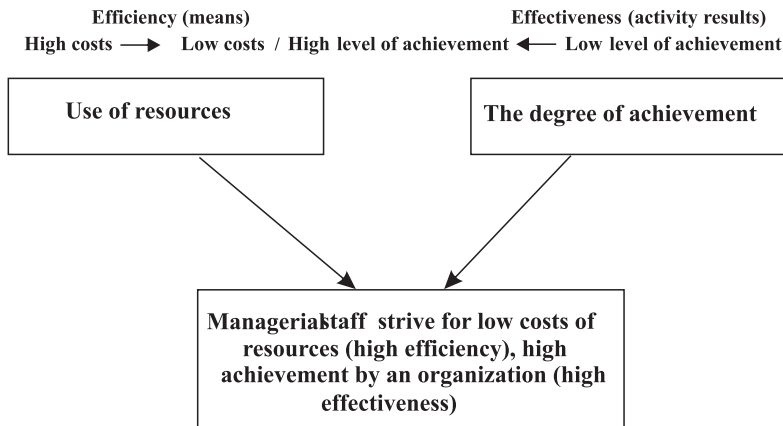


Figure 1. The definition of 'efficiency' and 'effectiveness' of public administration

Due to the reforms today's Kazakhstan has a market economy that allowed Kazakhstan to be awarded by the EU and the USA the status of the 'country with market economy'. The basis of the entire system of economic planning in the Republic of Kazakhstan is the long-term Strategy of the President of Kazakhstan Nursultan Nazarbayev (1997) [17] 'Kazakhstan Strategy – 2030', which is targeted at:

- First stage – 2001-2010 – high pace of economic growth and increase in the national community's standard of living.
- Second stage – 2011-2020 – qualitative change of the economy structure and

the standard of living.

- Third stage – 2021-2030 – transition to the sustainable development of the economy, social sphere and improvement of the country's environment.

Main advantages of the Strategy:

1. The paper considers organically all the weaknesses and strengths of the state from geopolitical and mental-specific point of view.
2. The Strategy is not a static document. It is enriched by new objectives stated annually in the annual President's Address.
3. The Government has worked out the unified system of implementation of the Strategy 'Kazakhstan 2030', which includes strategic planning of socioeconomic development, development strategy of key branches and spheres, state and regional development programmes.
4. In the mid-term, plans of socioeconomic development, fiscal policy and state budget, specifying measures on the decision of current tasks and achievement of strategic goals are ensured.

The evolution of the Strategy 'Kazakhstan 2030' can be traced in the President's Address.

1998 – 'Community democratisation, economic and political reform in the new century'.

1. 1999 – 'Stability and security in the new century'.
2. 2000 – 'Towards a free, effective and secure community'.
3. 2000-2003 – 'On the main trends in the sphere of domestic and foreign policies'.
4. 2004 – 'Towards competitive Kazakhstan, competitive economy, competitive nation'.
5. 2005 – 'Kazakhstan on its way to accelerated economic, social and political modernisation'.
6. 2006 – 'The Kazakhstan Strategy on entering in the world's 50 advanced countries'.
7. 2007 – 'New Kazakhstan in the new world'
8. 2008 – 'Increase of Kazakhstan people's welfare is the goal of public policy'.
9. 2009 – 'Through crisis to innovation and development'.
10. 2010 – 'New decade – new economic growth – new opportunities for Kazakhstan'.

The system of improvement and actualisation of the strategic goals and objectives for the particular historical period allows Kazakhstan having evolutionary innovating, flexible and ever-actual development strategy. In addition, intermediate goals and objectives attain new qualities, taking into account global changes. The strategy 'Kazakhstan 2030' has a logical path of implementation. Moreover, goals and objectives of a certain period are determined, taking into account previous work. At present, the Strategy 'Kazakhstan 2030' is realised through:

- the system of strategic documents of the President of Kazakhstan;
- the midterm documents of the Kazakhstan's Government;
- local government midterm documents;
- national midterm plans.

Objectives of improving public economy management, its direction towards performance achievements put by high executives of the country. That comes from the availability of real problems in this sphere, predetermined by the necessity of finding new ways of converting macroeconomic goal setting into organically constituent part of strategic management process of Kazakhstan's socioeconomic development. Methodology, technology and organisation of macroeconomic goal setting in public management is rather weak, and it slows down the transition to scientifically based goals setting and application of economic and mathematical models of goal forming. At the same time, goal indicators of public socioeconomic policy as pace of economic development, restriction of inflation rate, budgetary balance, profit of solvency balance, effective use of resource potential, the population's real income, decrease of income differentiation, regional development of the country equalisation are widespread.

The starting point of macroeconomic goal setting in the system of Kazakhstan's economy and social sphere public management are the goals based on a national idea similar to community goals, which take into account the country's interests that reflect national values. Under modern conditions, longterm goals of the Kazakhstani public policy have to be directed towards solving the following problems:

- Modernisation, transformation of economic and social institutes (management goals);
- Improvement of the profound quality of the standard of living and way of life;
- Increase of economic, defence and technology potential (socioeconomic goals);
- Prevention of threats to the country's sustainable socioeconomic development (goals of security provision).

The availability of the significant quantity of macroeconomic goals of public management engenders the tasks of prioritising and working out the scale of strategies and tactic priority goals. It has to be based on the use of preferential criteria, which are determined beforehand notwithstanding the way of choosing the priority goals.

Plans help finding out the 'narrow places'. This process reveals problems that need urgent solutions; otherwise, further economic development would be impossible. It is necessary to foresee the entire scope of the problem connected with inflation rate, budget deficit, state debt, unemployment.

By far the most important goal of planning is to increase the sense of responsibility and participation in the national economic policy.

Scheme of Kazakhstan's public planning directed towards the results is worked out taking into account the 2007 Constitution amendments and includes the following papers:

- 'The Strategy 'Kazakhstan 2030' and other long-term papers, the President's Address to the people of Kazakhstan are fundamental documents for the mid-term forecast and planning of socioeconomic development.
- Macroeconomic forecast and main characteristics of the fiscal policy includes analysis and forecast of main economic indicators and characteristics that ensure balanced and sustainable economic development for the five-year period,



as well as tax and budget policy trends, forecast of budget scope, limits of budget expenditure for the three-year period.

- Strategic plan of a state organisation is in itself a paper that includes fundamental economic indicators, goals, objectives and performance indicators of an organisation.

Approved in December 2007, conception on the system of public performance-related planning that is supposed:

- To ensure effective harmonisation of the existing Kazakhstan strategic, economic and budget planning.
- To focus the state agencies' work on the achievement of the state's strategic goals and objectives, to achieve particular results.
- To ensure transition from shortterm budget planning to midterm planning, focusing the budget process on transparent distribution of budget means and maximum effective resource management according to the public policy priorities.
- To implement the overall assessment of effectiveness of state agencies directed at quality analysis of the public service and programme realisation results.

Additionally, to ensure distinct relationships between strategic, economic and budget planning, the task of new public planning model of implementation was set.

At present, new model of public planning is implemented in Kazakhstan in the frame of the administrative reform, which is based on a three-year budget. New system of resultsoriented public planning and budgeting can entirely function under the conditions of improvement and implementation of all the 'performance-related management' elements: strategic planning, midterm budget planning, budget performance, results monitoring, results assessment. By Resolution No 544 of 6 June 2006 the Kazakhstani Government has worked out and approved the whole set of measures on performancerelated budget [19]. The plan foresees the following basic trends of large scale innovations:

- Improvement of the public planning system.
- Budget planning improvement.
- Implementation of the strategic planning transitional system to operational level of state agencies activity.
- Improved accountability and fiscal accountability of governmental organisations.
- Monitoring system, control, audit and public agencies' assessment implementation.
- Performancerelated budget implementation support.

New budgeting and expenditure management technologies are borrowed from foreign practice. Such countries as the USA, UK, Australia, New Zealand, Netherlands and Sweden successfully use performancefocused budgeting technologies. The USA has been using the diversity of performancefocused budget concept modifications for the last 50 years and it is a recognised leader in this sphere [23].

New system of public planning in accordance with performancefocused budgeting requirements is targeted at strategic goals and tactical objectives, predicted social



and economic results of activity of state agencies (ministries and departments). It is performed with the help of mobilisation of resources through the corresponding budget programmes. Additionally, the initial point is the determination of direct and final results of budget expenditure that would be the basis for the goals achieved.

Thus, change of the system of public planning required gradual implementation of new approaches to budget planning, targeted at effectiveness, results, control and transparency of state agencies. The problem of the entire country's socioeconomic development public planning under the market economy conditions causes a natural question: why do we need such planning? Is it possible in market economy? What are the planning perspectives in Kazakhstan during the global crisis?

Many countries attempted to contrast market to plan rejection of the planned regulation of the economy during economic reforms. However, the entire country planning of the economic and social development is not only available but significantly effective, this is supported by positive examples of Japan, France, new industrialised countries of South-Eastern Asia, e.g. Korea.

Japan's national planning developed form is the periodical elaboration of the country's social economic development entire national planning. Crosscountry economic planning has an indicative character in Japan. Developed national planning of social economic development formally does not have a force of law, however, public programmes orienting and mobilising some chains of the economic structure of these programmes performance in the national interest.

Interesting practice is stored in France under market conditions.

The base of the French economy is information exchange between state and private entrepreneurs and determination of compatibility of their plans, also elaboration of mutually suitable common strategy for economic growth. Priorities have been changing as well as the means to achieve the targeted goals; the conception of the plan itself has evolved. However, in forming indicative plans different subjects have equal rights, they are equally interested in their implementation. Indicators are obligatory; they serve as marks for organising the activity of market subjects.

Analysis of development of the majority post-war countries, in particular, new-born industrial Asian states shows that in a dynamic market economy plan and market not only exist successfully but are interdependent. Since, the influence of the state is directed at the formation of market mechanisms, creation of conditions for the development of market economy fundamentals, that is free entrepreneurship and fair competitiveness.

There is a variety of forms. They are determined by multipurpose management. Centralised macroeconomic planning includes working out of the longterm development conception, purposeful programmes and state plan due to every sphere of activity.

The example of South Korea is quite remarkable where the country played and has been playing the main role in building dynamic and sustainable development market model. A five-year plan is at the core of planning, including midterm and current forecast, which is far more subject and constructive. They are, basically, of

a normative character, possible trends and means are assessed, including economic regulators and legal acts.

Main goals of South Korea's economic development planning analysis, mechanism of their realisation and results of performance allow stating that planning has become an important element of the process of dynamic market economy formation in the country. Public planning and regulation practice of those advanced countries illustrates that with the help of these mechanisms and instruments the state holds the main levers for the security of the community's social and economic stability, formation of macro proportions, dynamics of economic development, and some of these can be useful for Kazakhstan.

Many specialists in the field of strategic planning, like Mamyrov N.K., Zh.Ikhdanov [12, p. 248] Kelimbetov K.N. [11, p. 200], Jakob Robert [10, p. 408], Kuzyk B.N. [3], Kuznetsova Y.I [13, p. 176], note that the successful development of a country's economy is impossible without the corresponding structural changes of all of the sectors of the economy. At the same time, it requires independent programmes and economic sector development strategies. Implementation of measures and development trends stipulated in the Strategy will ensure competitiveness of all sectors both in domestic and foreign markets by production growth, increase of productivity, growth of employment, improvement of industrial and innovative sphere, the level of education of human resources.

Overall, strategic management is performed by the state through such instruments as forecasting, planning and programming, aggregation of means and analysis of goals, priorities, resources and ways for achieving targeted goals. The realization of the development Strategy will ensure mobilising the resources available and finding new possibilities for the provision of the country's sustainable development; to involve wide circles of economic subjects into economic process that will stimulate the development of entrepreneurship, promote the formation and strengthening of the middle class as the basis for the sustainable community development; to form new competitive specialisations linked not only to the use of raw resources but at the expense of innovative activity, to realise cluster initiatives in the regions, develop transport communicative system through the public-private partnership mechanism.

Next step in the development of performance-related public planning system was the Decree No 827 of the President of Kazakhstan of 18<sup>th</sup> on public planning implementation directed at the improvement of economic management skills, strengthening the role of state in solving social and economic problems of the country development [21]. The Decree also proves the hierarchy of the forecasted document planning, already worked out in the country. The deadline of 1 December 2010 is set with regard to all conceptions, programmes and strategies that were already accepted as being in compliance with the new requirements. Moreover, clear goals are set on the Kazakhstan's map of industrialisation for the 2010-2020 period and on the Scheme of rational distribution of industrial powers. Strategic planning is by far the most important function and instrument of the economy regulation by the state.

The main tasks of strategic planning under the market economy conditions can be formulated as follows:

- Secure long-term competitiveness;
- Strength and sustainability of the management object regulation in the market;
- Another important task is information-oriented;
- The procedure of planning allows suggesting initial version of decisions, get a correcting feedback and offer final landmarks to managers able to ensure the achievement of targeted results.
- Thus, public strategic planning can be determined as the process of goal determination and the significance of economic indicators on the essential, far more important directions of the long-term socio-economic development on the basis of the system vision, the formation of the implementation mechanisms represents and it is itself an element of public management targeted at goal achievement.

## **Conclusions**

1. Rapid transition from public planning to decentralised economy resulted in significant cuts of the planning process. At the same time, experience of many countries shows that under tough competitive conditions in the market it is the administrative-industrial planning activity that sustains the survival and effective functioning. Long-term experience of these countries shows that underestimation of industrial and entrepreneurial activities under the market conditions, by minimising it, neglecting it or non-professional performance often results in huge losses and more frequently in bankruptcy. Today, most people understand the necessity of planned and effective government interference into the process of economic development.

2. Gradual development of the community is one of the main achievements of human civilization. A need for it is dictated by the requirements of the objective law of the parts proportion in accordance with the single reproduction process. Planning provides maintaining necessary economic proportions. Even on the country scale, planning is not replaced by the invisible regulating hand of the market. Almost in every developed country strategic trends of economic development are formed. In addition, huge social and scientific technical programmes, the country budget, defence expenditures are planned. It is also impossible to overcome the crisis without strategic planning.

3. Foreign practice shows that it should be the right thing to begin with a set of strategic goals involving the whole set of deals targeted at their achievement. All the successful programmes for overcoming the crisis and achieving economic growth have been launched with long-term social and economic development and ways of achievement, on the basis of which midterm (as a rule, a five-year plan) and short-term (annual) plans and programmes were developed. From theoretical point of view, a wellbalanced plan is better than the market. But the market is selfcontrolled and more balanceinclined, however, the misbalanced plan is much worse than the market.

Both the plan and the market are necessary. In providing strategic planning activity it is necessary to take into account all the subjects of the market, with the focus on the country's economy. Strategic planning of the economy of any enterprise or firm is closely related to the overall public policy or public strategy of the whole market system.

4. Strategic public plans seriously impact enterprise efficiency, including private sector enterprises. They provide benchmarks for their own current plans. No matter how qualified the specialists of the private companies are, enterprise planning is unlikely without obtaining a general idea of what is happening in the country's economy. Practice of socioeconomic reforms allows concluding that public regulation has become a compelling structural part of the administration system. At the same time, new theoretical, methodological and organisational approaches in the planning of socioeconomic processes are highly valuable exactly because the very conception of the market selfregulation results in serious deformation and failures of economic and social processes. A state relying on the possibility of planning and economic regulation is capable of turning market relations into the schedule of civilised competitiveness and economy into a dynamically balanced condition, consumption of the vulnerable layer of the population into the level of socially recognised cost of living. Modern market does not reject the necessity of planning. Attention should be paid to another important point. Planning takes place under conditions of risk and uncertainty.

5. Thus, strategic planning is a kind of planned work that deals with strategic decisionmaking (in the form of forecasts, programme projects and plans), targeting at the goals and strategies of management objects, so that their realisation ensures effective functioning in the long term and is able to adapt quickly to the changing environment. Dynamic economic growth, ensuring compliance with the longterm macroeconomic competitiveness requirements, balanced and sustainable development of national economy, including social and economic aspects, become strategic goals of macroeconomic planning.

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### **Efektyvios valstybinio strateginio planavimo sistemos formavimas Kazachstano Respublikoje**

Santrauka

Naujo viešojo planavimo modelio įgyvendinimo tikslas buvo iškeltas šiuolaikiniam Kazachstanui siekiant aiškių strateginio, ekonominio ir biudžeto planavimo sąsajų. Straipsnyje apžvelgiama dabartinė viešojo strateginio planavimo sistema. Svarstomas objektyvus viešojo planavimo poreikis rinkos ekonomikos sąlygomis, apibrėžiamas strateginio planavimo procesas ir prioritetai.

Tiriamas strateginio planavimo teorinis aspektas. Siūloma taikyti užsienio patirtį viešojo planavimo srityje ir formuluojamos kelios rekomendacijos siekiant gerinti viešojo strateginio planavimo sistemą Kazachstano Respublikoje.

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